

FOREIGN POLICY ASSOCIATION

Information Service

NINE EAST FORTY-FIFTH STREET, NEW YORK CITY

Fact data on international questions for reference use

VOL. II—No. 2

MARCH 23, 1926

CONTENTS

	Page
Territories Under Class B Mandate	12
German Colonial Administration in Africa	13
Origin and Theory of the Mandate System	14
Allocation of Class B Mandates	14
Terms of the Mandates	15
Comparison of German Colonial and Mandate Administration	15
Social Conditions	15
Education	18
Public Health	20
Economic and Finance	21
Annex I—Text of Article XXII of the League Covenant	22
Annex II—Text of British Mandate for Cameroons	23

Issued fortnightly by the FOREIGN POLICY ASSOCIATION, 9 East 45th St., New York City.
JAMES G. McDONALD, *Chairman*; GEORGE M. LAMONTE, *Treasurer*; CHRISTINA MERRIMAN, *Secretary*

Telephone, VANDERBILT 5740
Subscription Rates on Request.

Colonial vs. Mandate Administration

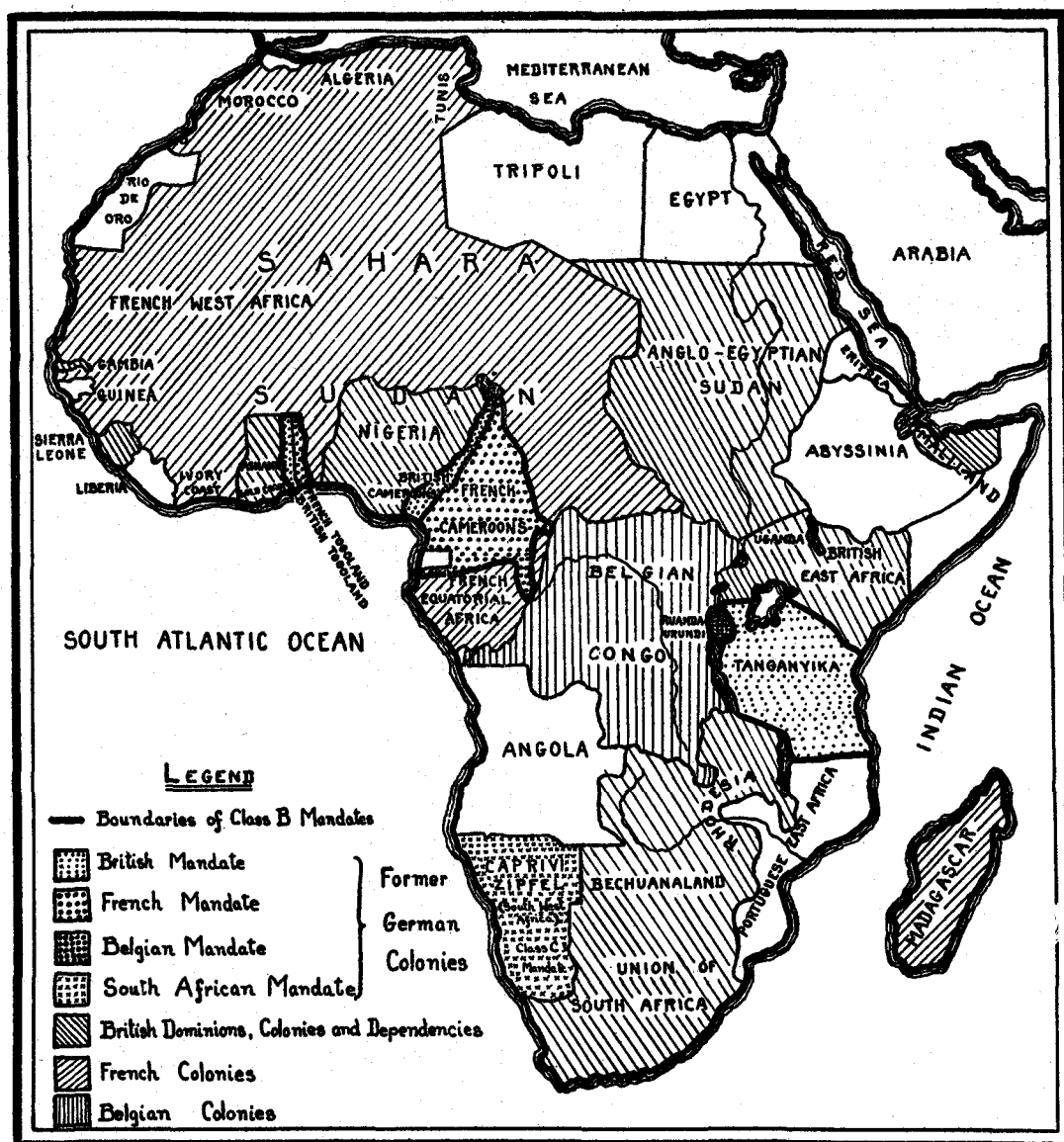
THE CLASS B MANDATES IN AFRICA

Germany's former African colonies now under Class B Mandate were taken over by the Allied powers after the war, ostensibly on the ground that German colonial administration had been so despotic and unenlightened that their return to the Reich was impossible. The Allies, in their reply to the German observations on the peace terms, charged Germany with serious "dereliction in the field of colonial civilization," and indicted her administration for cruelty, forced labor and militarization. They could not, they said, assume the responsibility of again abandoning thirteen or fourteen million natives to a fate from which the war had delivered them.

Under the mandate system as defined in the League Covenant and terms of the mandates, the Allies, in taking over the colonies, assumed a trusteeship over backward peoples which was to be regarded as "a sacred trust of civilization." As mandatories acting on behalf of the League they were not only to guarantee freedom of con-

science and religion, to promote material and moral well-being and social progress, but also to protect the natives from such abuses as slavery, arms traffic, liquor traffic and militarization.

The mandate system in Africa has been functioning for several years, and the administrative records of the different mandated territories are now available. In the light of these recent reports it is possible to review Germany's administration of her former colonies as compared with that of the same territories by the mandatory powers. This report contains the results of a brief but impartial survey of the two administrations, together with a summary of the origins of the mandate system. The whole mandates question has assumed added importance in view of a possible redistribution of some of the African mandates, by which Germany might participate in the mandate system. Germany's failure to enter the League at this time, however, has probably postponed any official action until next fall.



Prepared by the Foreign Policy Association

SKETCH MAP OF AFRICA

TERRITORIES UNDER CLASS B MANDATE

Each of the former German colonies of East Africa, Togoland and Kamerun, when transferred to the Allies, was divided into two sections under different mandatories. German East Africa has been separated into Tanganyika, under British mandate, with an area of 373,500 square miles and a population of 4,107,000; and Ruanda-Urundi, under Belgian mandate, with an area of 20,000 square miles and a population of 3,500,000. Kamerun has been divided into British Cameroons, under British mandate, with an area of 31,000 square miles and a population of 555,000; and French Cameroons, un-

der French mandate, with an area of 166,489 square miles and a population of 2,771,132. Togoland has also been divided between France and Great Britain as mandatories; British Togoland comprises 12,600 square miles and 188,265 inhabitants, and French Togoland, 22,000 square miles and 762,208 inhabitants.

The territories are rich in agricultural products such as sisal hemp, coffee, cotton, copra, palm oil, and are capable of intensive and extended cultivation. A majority of the inhabitants belong to native tribes incapable of responsible self-government. The number of European inhabitants is negligible.

DEVELOPMENT OF GERMAN COLONIAL ADMINISTRATION

The German Empire, which did not achieve national unity until 1871, was a late comer in the field of colonial expansion. The colonies of East Africa, Kamerun and Togoland were peacefully acquired in 1884-85 by treaties with native chiefs as a result of penetration by traders and missionaries; their acquisition was subsequently confirmed by understandings with Great Britain and France.

At first the new colonies were entrusted to chartered companies possessing sovereign rights. This system proved a complete failure. The companies lacked power, money, prestige and national support and they could neither develop the vast resources at their disposal nor protect their territories. Their failure precipitated native uprisings and necessitated intervention and gradual assumption of colonial administration by the German Government.

At the outset, the Imperial Government was handicapped in its colonial administration by inexperience and by the chaotic conditions inherited from the misrule of the companies, as well as by administrative indifference and popular apathy. The administration was forced into granting concessions to land and mining companies in order to push development work, and many of the evils of company management were repeated.

Thus the experimental years were full of mistakes, exploitation and often cruel repression of natives, and colonial scandals of all kinds. Unscrupulous adventurers, officials and commercial companies used the inexperience of the government to exploit the natives and the land for their own gain.

The experimental period came to an end in 1906, when a separate Colonial Office under an imperial minister was created, and a centralized and scientific colonial policy inaugurated. By 1914, much had been done in the fields of public education, public health, and social progress.

Educational work in the German colonies was mostly in the hands of the missionary societies, but the mission schools, which constituted four-fifths of the total number of schools, were heavily subsidized and su-

pervised by the government. In addition, the government had begun to extend its own system of schools into the colonies, with special emphasis on vocational education.

In the field of public health remarkable work had been done, particularly in prevention of tropical diseases. For instance, great progress had been made in the attempt to stamp out sleeping sickness. Social and economic conditions had also been greatly improved. The colonies were just beginning to constitute an economic asset to Germany when she was deprived of them by the great war.

EVENTS OF THE WAR

The acquisition by Germany of East Africa, Togoland and Kamerun in 1884-1885, had blocked Great Britain's dream of a continuous stretch of British territory from "Cape to Cairo," interfered with France's growing desire for a vast north central empire, and hampered Belgium's expansion in the Congo. The steady succession of "deals" and "compromises" represented by the Berlin Congress of 1884, the Anglo-German Agreement of 1890, the Franco-German agreements of 1906 and of 1911 are striking witnesses to this constant conflict of interests in Central Africa.

The Allies carried the war into the African colonies immediately upon its outbreak in 1914. Germany at once protested that this was an infringement of the Congo Act of February 26, 1885 (Article XI) which bound the signatory powers to maintain neutrality in the Congo Basin in case of war. Belgium supported Germany in an attempt to enforce this treaty, but they were overruled by Great Britain and France. Togoland surrendered to the combined British and French forces in 1914, and Kamerun in 1916. Great Britain and France then maintained a combined military administration over these territories. By a secret treaty of 1916 they agreed to divide them at the close of the war. East Africa held out against British and Belgian forces, not finally surrendering until the armistice. It was partly occupied, however, by a British provisional civil administration, January 1, 1917, which was extended to include the greater part of the colony on March 18, 1918.

THEORY OF MANDATE SYSTEM

Instead of annexing the former German colonies at the end of the war, the Allies devised the mandate system, a novelty in international relations, and incorporated that system in the Covenant of the League of Nations.

Theoretically, the mandate system placed the peoples not yet able to stand by themselves under the tutelage and protection of advanced nations, acting on behalf of the League, who were to regard their tutelage as a sacred trust of civilization. (See Article XXII of the Covenant, p. 22.) The mandates were divided into three types. The second type, known as Class B mandates, was defined as including those peoples of Central Africa who were at a stage of development such as to demand special protection. Hence the inhabitants were to be regarded as the wards of the mandatories.

This principle of trusteeship was reaffirmed when pronounced by the Allies as the justification for depriving Germany of her colonies. Finally, the principle of trusteeship was safe-guarded by the provision of Article XXII that the League, through either its members or its Council, was to define explicitly the authority, control and administration to be exercised by the mandatory; and by the creation of the Permanent Mandates Commission to receive the annual reports from the mandatories.

ALLOCATION OF THE MANDATES

The Treaty of Versailles (Article CXIX) transferred the German colonies directly to the principal Allied and Associated Powers. Hence it was the Allied Supreme Council, not the League of Nations, which proceeded to allocate the mandates. By a decision of May 7, 1919, before the Treaty of Versailles had been signed, Great Britain was designated as the mandatory for German East Africa, now called Tanganyika, and Great Britain and France were authorized to make a joint recommendation for the disposal at Togoland and the Cameroons. In accordance with agreements reached between these powers, each of them was given a mandate over a part of Togoland and the Cameroons, the greater part being allotted

to France in each instance. Subsequent negotiations between Great Britain and Belgium separated the provinces of Ruanda-Urundi from Tanganyika and placed them under the mandate of Belgium.

The mandatories delimited their own boundaries, with little regard for native interests. For instance, the first boundary between Tanganyika and Ruanda-Urundi bisected a tribe, depriving one part of its pasturage. This was later adjusted, due to objections raised by the Permanent Mandates Commission. The boundary between British and French Cameroons also bisects a tribe; it has not yet been rectified.

DETERMINATION OF THE TERMS OF THE MANDATES

According to Article XXII of the Covenant, "the degree of authority, control or administration to be exercised by the Mandatory shall, if not previously agreed upon by the members of the League, be explicitly defined in each case by the Council." Nevertheless, it was the mandatories themselves which drafted the terms of their own mandates and then submitted the drafts to the Council, which approved them with slight modifications. It was not until July, 1922, however, that the terms of the mandates were finally approved by the Council. The delay was due to the action of the United States Government, which insisted that before the mandates could be put into effect, American approval of their terms was necessary. Agreement on the outstanding points was reached by means of direct negotiations between the American Government and the individual mandatories.

SUMMARY OF THE TERMS OF THE MANDATES

The terms of the various B mandates are practically the same. (See text of British mandate for the Cameroons, Annex II, p. 23.) They provide that the mandatory shall have full powers of administration and legislation, that the administration of neighboring areas belonging to the mandatory may be extended to include the mandated sphere, and that the mandates may be governed as integral parts of the mandatory's territory. Thus Tanganyika is administered as a Crown Colony; British Togo-

land and Cameroons are under the governors of the Gold Coast and Nigeria respectively, whereas French Togoland and Cameroons are regarded as parts of French colonial Africa and are ruled by commissioners. Ruanda-Urundi has been placed under an administrative union with the Belgian Congo, by a law of August, 1925. This law provides for such close identification of both territory and inhabitants with the Congo that Germany has protested both to the Belgian Government and to the League, against what appears to be an abrogation of the mandate system, amounting to a veiled annexation.

The terms of the B mandates further provide for freedom of conscience and religious worship, strict control of arms traffic and of the sale of spirituous liquors, suppression of slave trade, elimination of slavery as quickly as possible, and prohibition of forced labor except for essential public works and services. Land laws are to be framed with regard to native customs and native rights and interests. The establishment of fortifications and the organization of native troops, except for local defense and police duty, are forbidden. An exception to this rule, apparently in contravention of Article XXII of the Covenant, was made in the French mandates for Togoland and the Cameroons, which provide that the native troops may be used for defense of territory outside the mandated area, in the event of general war.

As stipulated in Article XXII of the Covenant, all the B mandates grant complete economic, commercial and industrial equality within these territories to all League members.

ADMINISTRATION OF MANDATES AND FORMER GERMAN COLONIES

It is only possible in this report to indicate the results achieved in the more important branches of administration under the mandates system, and under German control. In connection with health, education and economic and financial conditions, data drawn from official reports to the Mandates Commission, and official German colonial reports, have been correlated and assembled in tables in order to bring out more clearly the comparative records of the different administrations. While

accurate, the tables are not exhaustive. Hence conclusions should not be hastily drawn.

With reference to such abuses as slavery, compulsory labor and liquor traffic, and the organization of military forces, the practices differ so widely from one territory to another that the use of tables is impractical. The following paragraphs indicate in a general way the measures in force in the mandated areas, and the record under German administration.

SLAVERY

The slave trade, which was flourishing when Germany acquired her colonies, had been virtually abolished by the beginning of the twentieth century, and domestic slavery had been progressively reduced by legislation enacted between 1902 and 1912. When the World War broke out, slavery in the German colonies had been almost eliminated, except for the rapidly decreasing domestic type.

Although the domestic slavery inherent in native customs still exists in certain communities, slavery had been legally abolished in all the mandated areas. An important exception is the slave trade in the northern section of the British Cameroons, reported as rampant in 1924, and extending to some degree into the French Cameroons.

COMPULSORY LABOR

Under German administration, compulsory labor in the present mandated areas was limited to public works, and was paid. Forced labor for private work was prohibited by law, with the exception of a single district—Usambara. Labor contracts were strictly regulated by legislation adopted between 1905-1913, covering wages, transportation to place of work, overtime, medical care, housing, food and punishment. Flogging was permitted, but was under strict regulation. The native practice of permitting chiefs to requisition labor for community work existed under the German administration, however, and violations of the labor legislation were as elsewhere, frequent.

While technical slavery has largely disappeared, practical slavery, in the form of forced labor exists throughout the mandat-

ed areas. Many districts have suffered from a shortage of labor in proportion to the demand for development works, railroads, and plantations undertaken by European settlers, with the result that all forms of compulsory labor have been resorted to. Present conditions are reported as so incompatible with the terms of the mandates that their revision was suggested in a memorandum to the seventh session of the Mandates Commission. Reports to the Commission further indicate that the terms of the mandates regarding labor contracts, health of laborers, inspection, etc., have not been carried out.

Detailed information in regard to forced labor in the mandated areas is incomplete and often lacking entirely, although it has been constantly demanded by the Mandates Commission. Such data as are available, however, indicate that conditions are far far from satisfactory in all of the areas, with the possible exception of British Togoland. In Tanganyika (British) a great amount of forced labor is employed for public works, and the term is given the broadest interpretation. This native labor is conscripted for the loading of steamers for the Uganda Marine, and for distribution of cotton seed. Labor in lieu of taxation is permitted if the native is unable to pay cash. Breaches of labor contracts are penal offenses. Whipping is permitted in cases of failure to obey the administrative officer, and is not regulated by ordinance.

In British Cameroons work on government and private plantations is entirely unsupervised, regulations for control and inspection of privately employed labor are apparently lacking, and indescribable working and living conditions are reported as common. There is no compulsory labor, except that permitted by native chiefs, according to the reports submitted to the Mandates Commission.

No serious labor problem is reported in British Togoland.

Serious complaints regarding labor conditions in French Togoland and French Cameroons have been received by the Mandates Commission, and inquiries are being pushed. Many natives are reported to have fled to Spanish and Portuguese

African territory to escape the alleged abuses. A form of compulsory labor exists in the practice of imposing a labor levy, or a tax to be paid in labor. Native chiefs are also permitted to demand compulsory unpaid labor for community work.

In Ruanda-Urundi (Belgian mandate) two kinds of compulsory labor exist, both of which, according to the terms of the mandates, are illegal. Under an ordinance of November 7, 1924, residents may require natives to engage in unremunerated productive work. Native chiefs are permitted to demand forty-two days paid labor from natives, in addition to the necessary work for community needs. Both of these practices were declared to be contrary to the spirit and terms of the mandates at the last meeting of the Mandates Commission in 1925.

TRAFFIC IN LIQUOR

No uniform policy in regard to the traffic in liquor exists in the mandated areas. Article XXII of the Covenant called for "prohibition of the liquor traffic." The terms of the mandates interpreted this as "a strict control" of the sale of liquor, and the International Convention of Saint Germain (September 10, 1919) by which all the mandates are bound, prohibited importation, distribution, sale and possession of "trade spirits" of every kind. The definition of "trade spirits" has been left to the governments concerned and has been variously interpreted. In general, the term means distilled spirits sold or bartered to natives as an article of trade.

The importation of trade spirits is prohibited in Tanganyika, British Togoland and the Cameroons, and there are zones of total prohibition in the last two territories. Belgian and British mandated territories in East Africa are also prohibited zones, according to Article XCI of the Brussels Act of 1890.

In spite of these various prohibitions, importation of alcoholic liquors is increasing in the French mandated territories, and smuggling is reported in British territories. The importation of alcoholic liquors into the French Cameroons increased from 44,657 litres in 1921 to 122,987 litres in 1923.

Under Article XCI of the Brussels Act, all of East Africa, two-thirds of Kamerun and one-fourth of Togo were subject to prohibition under the former German colonial administration. Imports of alcoholic liquor into Kamerun decreased from 20,000 hektolitres in 1898 to 10,000 in 1912, and in Togo from 16,000 in 1898 to 9,670 in 1912.

MILITARIZATION

The clause contained in the terms of the mandates which forbids the organization of native military forces except for police and protection is observed apparently in British territory. The British have also waived their right to recruit natives from the mandated territories for service outside the boundaries of the mandated territory.

The French, on the other hand, incorporated an additional clause in the terms of the mandates which permits France to use native troops recruited for police, in the event of general war, to repel an attack or for the

defense of her territory outside the mandated areas. Although this clause does not apply to times of general peace, France maintained a military force of natives and regular troops in both Togo and Cameroons until January 1, 1925. Not until that date were her military forces in the mandated areas separated from those of the neighboring colonies.

Belgium spent 600,000 francs for the maintenance of military forces in Ruanda-Urundi during 1923-1924.

Military service in the former German colonies was limited to native troops for protection and police duty. Germany had, therefore, no colonial army, as the figures for 1914 show.

	<i>Troops</i>	<i>Police</i>
East Africa	2472	2140
Kamerun	1550	1255
Togoland	550	650

The following tables indicate in a general way the comparative records in the fields of Education, Public Health, and Economics and Finance.

Comparative Records of Administration

TABLE I.
EDUCATION

Under Germany	Under Mandatory Powers
GERMAN EAST AFRICA	TANGANYIKA
1. GOVERNMENT SCHOOLS99	1. GOVERNMENT SCHOOLS72
Higher schools10	Pupils5,000
Elementary schools89	European teachers11
Pupils6,100	European industrial workers2
(Six of these schools were industrial schools)	European clerk1
European teachers24	Expenditure for education in 1924£13,140
(Training courses for native teachers established at Dar-es-Salaam and Tanga.)	Appropriation for education in 1925£18,851
Additional elementary schools planned for 191420	No education provided for women and girls.
Schools for Europeans5	
2. MISSION SCHOOLS1,832	2. MISSION SCHOOLS
(Subsidised by the Government)	No subsidies granted by Government, no Government inspection. Most of the missions report their schools unopened since the war.
(Sixteen of these were industrial schools)	Missionaries157
Pupils108,550	
Missionaries400	
Government appropriation for education in 1914	
381,180 marks	
Additional grant for spread of German language	
20,000 marks	
(German language not compulsory.)	
Schools for Europeans3	
3. AGRICULTURAL EDUCATION	3. AGRICULTURAL EDUCATION
Inspectors and traveling teachers:	The work of the Amani Institute has been curtailed.
Expert agriculturists4	Small number of agricultural inspectors.
Assistant field workers8	
Agricultural and Biological Research Institute (Amani Institute)1	
(With botanical, chemical and zoological laboratories)	
European staff:	
Scientists7	
Agriculturists Several	
Agricultural experimental station1	
Cotton experimental stations4	
Fruit culture station1	
	RUANDA-URUNDI
	1. GOVERNMENT SCHOOLS26
	High schools2
	Elementary schools24
	Pupils1,386
	Higher schools323
	Elementary schools1,063
	Appropriation for general education, 1924 ..115,780 francs
	No education provided for women and girls.
	2. MISSION SCHOOLS402
	Pupils35,000
	Government subsidy, 87,400 francs
	3. AGRICULTURAL EDUCATION
	Agricultural school1
	(Founded, 1924)
	Grant for the agricultural school and for technical training in other existing schools, 1924175,148 francs
	School for medical assistants1
	Pupils13

EDUCATION (Cont.)

Under Germany

KAMERUN

1. GOVERNMENT SCHOOLS	4
Manual training schools	2
Agricultural schools	2
Pupils	868
Emphasis on vocational training.	
2. MISSION SCHOOLS	631
(Subsidised by government.)	
Pupils	40,111
European teachers	100
Government appropriation in 1914	266,100 marks
Additional grant for teaching of German	60,000 marks
3. AGRICULTURAL EDUCATION	
Experimental Agricultural Institute (Victoria)	1
(Engaged in research work and maintained an agricultural school for natives, with staff of six scientists.)	
Agricultural (cotton) and stock-raising stations	4
Rubber culture stations	4
Cocoa inspection stations	3
Field workers (inspectors and traveling teachers)	6
Total agricultural personnel	50
Government appropriation for agriculture (1910)	
	66,300 marks

TOGOLAND

1. GOVERNMENT SCHOOLS	3
Agricultural school	1
Vocational school	1
(In connection with the higher school at Lome.)	
Teachers training school	1
Pupils	312
Appropriation for education in 1914	86,900 marks
2. MISSION SCHOOLS	368
(Subsidised by the government.)	
Pupils	14,653

Under Mandatory Powers

BRITISH CAMEROONS

1. GOVERNMENT SCHOOLS	7
Native administration schools	12
Pupils	1,313
No industrial training, except at one government school.	
Expenditure on education in 1924	£4,224
2. MISSION SCHOOLS	38
Pupils	1,300

3. AGRICULTURAL EDUCATION	
No agricultural training nor inspection.	

BRITISH TOGOLAND

1. GOVERNMENT SCHOOLS	0
2. MISSION SCHOOLS	
a.) Protestant mission schools	43
Pupils	1,853
Teachers	59
Government aid granted, 1924	£2,623
(Amounting to most of the salaries of the teachers.)	
b.) Catholic mission schools	53
Pupils	1,249
(No government aid granted.)	

FRENCH CAMEROONS

1. GOVERNMENT SCHOOLS	55
Elementary schools	50
Technical schools	2
Agricultural schools	1
Secondary schools	1
Domestic schools	1
Pupils	4,000
European teachers	9
2. MISSION SCHOOLS	35
Pupils	4,683
Government grant to mission schools	30,000 francs

3. AGRICULTURAL EDUCATION	
Agricultural schools	1
(Listed above under government schools.)	

FRENCH TOGOLAND

1. GOVERNMENT SCHOOLS	31
Elementary schools	25
Secondary schools	1
Technical schools	3
Agricultural schools	1
Domestic schools	1
European teachers	13
Pupils	2,858
Appropriation for public education, 1924	462,939 francs
2. MISSION SCHOOLS	112
Pupils	6,127
Government aid granted	
	40,000 francs

EDUCATION (Cont.)

Under Germany

3. AGRICULTURAL EDUCATION (In addition to the government school mentioned above.)	
Agricultural institutes	1
Cotton culture stations	3
Staff of 15 to direct and instruct native industry.	
Government appropriation for agriculture (1910)	
	74,000 marks

Under Mandatory Powers

3. AGRICULTURAL EDUCATION (In addition to the government school listed above.)	
Experimental stations	1
(With directing staff of 3)	

TABLE II.
PUBLIC HEALTH

GERMAN EAST AFRICA	
Medical staff	48
(Including staff of physicians to fight sleeping sickness)	
Sanitary officers to fight sleeping sickness	16
Hospitals for Europeans	3
Native hospitals attached	3
Medical stations	24
Stations for sleeping sickness	3
Number of sleeping sickness patients under care	3,038
Research institute for sleeping sickness	1
(Another planned in 1914.)	
Hygiene taught in 89 Protestant and Catholic mission stations.	
Number of native patients in 1914 in government stations	60,000
Number of vaccinations, 1909-1914 (yearly average) ..	700,000

KAMERUN	
European doctors, 1914	43
European nurses, 1914	8
Staff to fight sleeping sickness, 1914:	
Doctors	7
Zoologist	1
European sanitary helpers	20
Sleeping sickness stations, 1914	3
Patients under treatment for sleeping sickness, 1914	1,000
Hospital for Europeans and natives	1
(Additional small hospitals for natives)	
Native patients, 1913	13,402
Appropriation for health work, 1913	
1,900,000 marks (Including 550,000 marks for sleeping sickness.)	

TANGANYIKA	
Medical staff	20
Medical centers	34
In-patients treated, 1924	21,686
Out-patients treated, 1924 ..	146,010
Number of hospitals undergoing extension in 1924	5
Expenditure on health in 1924	
	£119,249

BRITISH CAMEROONS	
European doctors	3
European nurses	0
Native helpers	47
European hospital	1
(8 beds)	
Native hospitals	4
(small)	
Natives treated, 1924	6,852
Expenditure on health, 1924	
	£12,981

RUANDA-URUNDI	
Medical staff:	
European doctors	4
Sanitary agents	2
Hospitals	3
Dispensaries at all government posts and missionary stations.	
In-patients treated, 1923	2,064
Out-patients treated, 1923 ..	247,100
Vaccinations, 1923	70,509
Appropriation for health work in 1924	
95,000 francs	
Actual expenditure	19,354 francs
Budget for 1925	300,000 francs

FRENCH CAMEROONS	
Doctors	20
(13 of these attached to colonial troops, 7 civil physicians.)	
Central hospitals	5
Patients treated, 1924	6,729
Expenditure on health, 1924	
	2,211,000 francs
Appropriation to fight sleeping sickness, 1922	
	236,790 francs

HEALTH (Cont.)

Under Germany		Under Mandatory Powers			
TOGOLAND		BRITISH TOGOLAND	FRENCH TOGOLAND		
European doctors	16	Medical officers	2	European doctors	6
European hospitals	2	Sanitary inspector	1	Native assistants	48
Native hospitals	6	Nurses	2	Hospitals	4
Patients treated in 1913	7,338	Hospitals	1	Patients treated, 1924	754
Vaccinations administered in		Patients treated, 1924	1,412	Appropriation for public	
1913	128,000	Vaccinations administered in		health in 1924	879,121 francs
		1923-1924	8,756		
		Expenditure for health in			
		1924	£2,400		

TABLE III.
ECONOMICS AND FINANCE

GERMAN EAST AFRICA		TANGANYIKA		RUANDA-URUNDI	
Revenue and expenditure,		Revenues, 1923-24	£1,315,188	Surplus, 1924	200,000 francs
1913	54,760,000 marks	Expenditures, 1923-24	£1,901,158	Imports (1924) ..	2,761,449 francs
Deficit	40,940,000 marks	Imports (1924)	£2,062,646	Exports (1924) ..	9,532,685 francs
Imports (1912) ..	50,309,000 marks	Exports (1924)	£2,695,284		
Exports (1912) ..	31,418,000 marks				

KAMERUN		BRITISH CAMEROONS		FRENCH CAMEROONS	
Revenue and expenditure,		Revenues, 1923-24	£66,324	Surplus, 1924	6,911,265 francs
1913	15,340,000 marks	Expenditures, 1923-24	£119,662	Imports (1924) ..	73,947,426 francs
Deficit	6,440,000 marks	Deficit, 1923-1924	£53,338	Exports (1924) ..	66,955,692 francs
Imports (1912) ..	34,241,000 marks	Imports (1924)	£45,948		
Exports (1912) ..	23,336,000 marks	Exports (1924)	£112,195		

TOGOLAND		BRITISH TOGOLAND		FRENCH TOGOLAND	
Revenue and expenditure,		Revenues, 1923-24	£20,081	Revenues, 1924	15,000,000 francs
1913	3,380,000 marks	Expenditures, 1923-24	£49,369	Expenditures, 1924	
No deficit.		Imports, 1923-1924	£22,801	7,000,000 francs	
Imports (1912) ..	11,427,000 marks	Exports, 1923-1924	£115,230	Surplus, 1924	8,000,000 francs
Exports (1912)	9,958,000 marks			Imports, 1924	54,925,943 francs
				Exports, 1924	61,171,420 francs

ANNEX I.

Article XXII of the Covenant of the League of Nations

To those colonies and territories which as a consequence of the late war have ceased to be under the sovereignty of the States which formerly governed them and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world, there should be applied the principle that the well-being and development of such peoples form a sacred trust of civilization and that securities for the performance of this trust should be embodied in this Covenant.

The best method of giving practical effect to this principle is that the tutelage of such peoples should be entrusted to advanced nations which, by reason of their resources, their experience or their geographical position, can best undertake this responsibility, and which are willing to accept it, and that this tutelage should be exercised by them as Mandatories on behalf of the League.

The character of the mandate must differ according to the stage of the development of the people, the geographical situation of the territory, its economic conditions and other similar circumstances.

Certain communities formerly belonging to the Turkish Empire have reached a stage of development where their existence as independent nations can be provisionally recognized subject to the rendering of administrative advice and assistance by a Mandatory until such time as they are able to stand alone. The wishes of these communities must be a principal consideration in the selection of the Mandatory.

Other peoples, especially those of Central Africa, are at such a stage that the Mandatory must be re-

sponsible for the administration of the territory under conditions which will guarantee freedom of conscience or religion, subject only to the maintenance of public order and morals, the prohibition of abuses such as the slave trade, the arms traffic and the liquor traffic, and the prevention of the establishment of fortifications or military and naval bases and of military training of the natives for other than police purposes and the defense of territory, and will also secure equal opportunities for the trade and commerce of other Members of the League.

There are territories, such as South-West Africa and certain of the South Pacific Islands, which, owing to the sparseness of their population, or their small size, or their remoteness from the centres of civilization, or their geographical contiguity to the territory of the Mandatory or other circumstances, can be best administered under the laws of the Mandatory as integral portions of its territory, subject to the safeguards above mentioned in the interests of the indigenous population.

In every case of mandate, the Mandatory shall render to the Council an annual report in reference to the territory committed to its charge.

The degree of authority, control or administration to be exercised by the Mandatory shall, if not previously agreed upon by the Members of the League, be explicitly defined in each case by the Council.

A permanent Commission shall be constituted to receive and examine the annual reports of the Mandatories and to advise the Council on all matters relating to the observance of the mandates.

ANNEX II.

British Mandate for the Cameroons

Article I.

(Description of the boundary.)

Article II.

The Mandatory shall be responsible for the peace, order and good government of the territory, and for the promotion to the utmost of the material and moral well-being and the social progress of its inhabitants.

Article III.

The Mandatory shall not establish in the territory any military or naval bases, nor erect any fortifications, nor organize any native military force except for local police purposes and for the defense of the territory.*

Article IV.

The Mandatory:

(1) Shall provide for the eventual emancipation of all slaves, and for as speedy an elimination of domestic and other slavery as social conditions will allow;

(2) Shall suppress all forms of slave trade;

(3) Shall prohibit all forms of forced or compulsory labour, except for essential public works and services, and then only in return for adequate remuneration;

(4) Shall protect the natives from abuse and measures of fraud and force by the careful supervision of labour contracts and the recruiting of labour;

(5) Shall exercise a strict control over the traffic in arms and ammunition and the sale of spirituous liquors.

Article V.

In the framing of laws relating to the holding or transfer of land, the Mandatory shall take into consideration native laws and customs, and shall respect the rights and safeguard the interests of the native population.

No native land may be transferred, except between natives, without the previous consent of the public authorities, and no real rights over native land in favour of non-natives may be created except with the same consent.

The Mandatory shall promulgate strict regulations against usury.

Article VI.

The Mandatory shall secure to all nationals of States Members of the League of Nations the same rights as are enjoyed in the territory by his own nationals in respect of entry into and residence in

the territory, the protection afforded to their person and property, and acquisition of property, movable and immovable, and the exercise of their profession or trade, subject only to the requirements of public order, and on condition of compliance with the local law.

Further, the Mandatory shall ensure to all nationals of States Members of the League of Nations on the same footing as to his own nationals, freedom of transit and navigation, and complete economic, commercial and industrial equality; except that the Mandatory shall be free to organize essential public works and services on such terms and conditions as he thinks just.

Concessions for the development of the natural resources of the territory shall be granted by the Mandatory without distinction on grounds of nationality between the nationals of all States Members of the League of Nations, but on such conditions as will maintain intact the authority of the local Government.

Concessions having the character of a general monopoly shall not be granted. This provision does not affect the right of the Mandatory to create monopolies of a purely fiscal character in the interest of the territory under mandate and in order to provide the territory with fiscal resources which seem best suited to the local requirements; or, in certain cases, to carry out the development of natural resources, either directly by the State or by a controlled agency, provided that there shall result therefrom no monopoly of the natural resources for the benefit of the Mandatory or his nationals, directly or indirectly, nor any preferential advantage which shall be inconsistent with the economic, commercial and industrial equality hereinbefore guaranteed.

The rights conferred by this article extend equally to companies and associations organized in accordance with the law of any of the Members of the League of Nations, subject only to the requirements of public order, and on condition of compliance with the local law.

Article VII.

The Mandatory shall ensure in the territory complete freedom of conscience and the free exercise of all forms of worship which are consonant with public order and morality; missionaries who are nationals of States Members of the League of Nations shall be free to enter the territory and to travel and reside therein, to acquire and possess property, to erect religious buildings and to open schools throughout the territory; it being understood, however, that the Mandatory shall have the right to exercise such control as may be necessary for the maintenance of public order and good government, and to take all measures required for such control.

* The French Mandates for Togoland and the Cameroons contain the following additional paragraph:

"It is understood, however, that the troops thus raised may, in the event of general war, be utilized to repel an attack or for defence of the territory outside that subject to the Mandate."

Article VIII.

The Mandatory shall apply to the territory any general international conventions applicable to his contiguous territory.

Article IX.

The Mandatory shall have full powers of administration and legislation in the area subject to the mandate. This area shall be administered in accordance with the laws of the Mandatory as an integral part of his territory and subject to the above provisions.

The Mandatory shall therefore be at liberty to apply his laws to the territory under the mandate subject to the modifications required by local conditions, and to constitute the territory into a customs, fiscal or administrative union or federation with the adjacent territories under his sovereignty or control, provided always that the measures adopted to that end do not infringe the provisions of this mandate.

Article X.

The Mandatory shall make to the Council of the League of Nations an annual report to the satisfaction of the Council, containing full information concerning the measures taken to apply the provisions of this mandate.

Article XI.

The consent of the Council of the League of Nations is required for any modification of the terms of this mandate.

Article XII.

The Mandatory agrees that, if any dispute whatever should arise between the Mandatory and another Member of the League of Nations relating to the interpretation or the application of the provisions of the mandate, such dispute, if it cannot be settled by negotiation, shall be submitted to the Permanent Court of International Justice provided for by Article XIV of the Covenant of the League of Nations.

LIST OF REFERENCES

LEAGUE OF NATIONS OFFICIAL PUBLICATIONS:

Reports of the Mandatories to the Mandates Commission of the League.

Report of Tanganyika Territory	}	1922-1925
of British Cameroons		
of British Togoland		
Report of French Cameroons	}	1922-1925
of French Togoland		
Report of Ruanda-Urundi	}	1923-1925

Minutes of the Sessions of the Permanent Mandates Commission, 1922-1925.

REPORTS OF SPECIAL COMMISSIONS:

Report of the British East Africa Commission Presented to the British Parliament, April, 1925.

Report of the Commission on Education in East Africa, Phelps-Stokes Fund. Prepared by T. Jesse Jones. N. Y., 1925.

GERMAN OFFICIAL AND STATISTICAL REPORTS:

Die Deutschen Schutzgebiete in Afrika und der Südsee: Amtliche Jahresberichte, Herausgegeben vom Reichs-Kolonialamt. 1911-1912; 1912-1913.

Deutsches Kolonial-Handbuch, 1913, 1914.

Deutsches Kolonialblatt, 1913, 1914.

Haushalts-Etat für die Schutzgebiete. Herausgegeben von dem Deutschen Reichstag. Statistisches Jahrbuch für das Deutsche Reich, 1913, 1914.

Jahresmedizinalberichte über die deutschen Schutzgebiete. Herausgegeben vom Reichs-Kolonialamt.

Das Kolonial-Lexikon, 3 vols., Herausgegeben von H. Schnee, Leipzig, 1920.

Calvert, A. E., The German African Empire, London, 1916.

Hassert, Kurt, Deutschlands Kolonien, Leipzig, 1910.

Meyer, Hans, Das Deutsche Kolonialreich, Leipzig, 1910.

